



# Central Depository Services (India) Limited

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## COMMUNIQUÉ TO DEPOSITORY PARTICIPANTS

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CDSL/OPS/DP/POLCY/2023/200

March 29, 2023

### MEASURES TO CURB MISUSE OF HEADERS AND CONTENT TEMPLATES - SMSes

DPs are hereby informed that SEBI vide its letter dated March 16, 2023 has issued guidelines to curb spams SMSes and misuse of Headers and Content Templates by Unauthorized Telemarketers (UTMs). As per the said letter SEBI has informed that in order to ensure that all promotional messages are sent only through Registered Tele-marketers (RTMs) and also to stop misuse of Header and Message Templates which leads to increase in number of fraud / spam, the Telecom Regulator Authority India (TRAI) has issued two separate directions on February 16, 2023 (**refer Annexure**) to all Access Service Providers (ASPs) under the Telecom Commercial Communication Customer Reference Regulation, 2018 (TCCPR-2018).

SEBI vide its aforesaid letter has advised that all intermediaries, who send bulk SMSes and referred to as Principal Entities ("PEs"), may be sensitized with the following instructions of TRAI are issued to effectively implement the aforesaid Directions:

1. It is seen that many PEs have registered large number of Headers and Content Templates. Unused Headers and Content Templates can be misused by fraudulent entities. Hence, PEs shall review all the Headers and Templates registered by them and surrender/close unused Headers and Templates immediately. TRAI, vide its Direction dated February 16, 2023, has prescribed a timeline of 30 days for re-verification of all Headers registered on DLT platform and for blocking of unverified Headers.
2. Most misuse of Content Templates is being done due to leaking of template IDs. To avoid the misuse, PEs shall review and re-register all Content Templates immediately. TRAI, vide its Direction dated February 16, 2023, has prescribed a timeline of 60 days has been prescribed for re-verification of all Content Templates and blocking of all unverified Templates.
3. Re-verification of Headers and Content Templates shall be done by PEs on a quarterly basis.
4. During registration, the PEs may classify the Headers as permanent and temporary as per their own requirement. Time duration of temporary Headers will be given by Pes during registration process after which they will be deactivated.



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5. PEs shall limit the number of variables portion in the Content Template of message to two variables only, provided that, for the reasons to be recorded, a third variable may be allowed in case of exigency. Variables shall be non-contiguous and not separated with space, comma and/or any other special characters.
6. PEs shall engage only Registered Tele-Marketers (“RTMs”) and pre-declare the complete chain of Registered Tele-Marketers engaged by them to their respective Access Providers/Telecom Service Providers (“TSPs”). It is advisable to keep the number of RTMs in the delivery chain to a minimum. Access Providers shall reject all messages where the chain of RTMs is not defined or does not match.
7. PEs or their authorized RTMs in the chain shall not use any telephone numbers for sending any kind of message and do not engage any Unregistered Tele- Marketers (“UTMs”) for transmission of their messages. Any blacklisted RTM should not be given any contract.
8. PEs should ensure appropriate provisions in agreement with RTMs so that Headers and Templates shared by them with all RTMs are not misused.
9. PEs may obtain the Delivery Report (“DLR”) from Access Providers/TSPs, inform of total count of messages delivered, through a system generated report.

DPs are advised to take note of the circular and ensure compliance.

Queries regarding this communiqué may be addressed to: **CDSL – Helpdesk** Emails may be sent to: [helpdesk@cdslindia.com](mailto:helpdesk@cdslindia.com) and telephone number 08069144800.

**sd/-**

**Nilesh Shah**  
**Asst. Vice President – Operations**



भारतीय दूरसंचार विनियामक प्राधिकरण  
TELECOM REGULATORY AUTHORITY OF INDIA  
भारत सरकार / Government of India



Dated : 16<sup>th</sup> February, 2023

**DIRECTION**

**Subject: Direction under section 13, read with sub-clauses (i) and (v) of clause (b) of sub-section (1) of section 11, of the Telecom Regulatory Authority of India Act, 1997 (24 of 1997) regarding measures to curb misuse of Headers and Content Templates under Telecom Commercial Communication Customer Preference Regulation, 2018 (6 of 2018).**

F. No. RG-25/(6)/2022-QoS - Whereas the Telecom Regulatory Authority of India (hereinafter referred as the "Authority"), established under sub-section (1) of section 3 of the Telecom Regulatory Authority of India Act, 1997 (24 of 1997) (hereinafter referred to as "TRAI Act"), has been entrusted with discharge of certain functions, inter alia, to regulate the telecommunication services; ensure technical compatibility and effective inter-connection between different service providers; lay-down the standards of quality of service to be provided by the service providers and ensure the quality of service and conduct the periodical survey of such services provided by the service providers so as to protect the interest of the consumers of telecommunication service;

2. And whereas the Authority, in exercise of the powers conferred upon it under section 36, read with sub-clause (v) of clause (b) and clause(c) of sub-section (1) of section 11, of the TRAI Act, made the Telecom Commercial Communications Customer Preference Regulations, 2018 (6 of 2018) dated the 19th July, 2018 (hereinafter referred to as the "regulations"), to regulate unsolicited commercial communications;

3. And whereas regulation 3 of the regulations provides that every Access Provider shall ensure that any commercial communication using its network only takes place using registered headers assigned to the sender for the purpose of commercial communication;

4. And whereas regulation 5 of the regulations, inter alia, provides that every Access Provider shall develop or cause to develop an ecosystem to regulate the delivery of the commercial communications as provided for in the regulations and to comply with any other directions, guidelines and instructions issued by the Authority in this regard;

5. And whereas regulation 8 of the regulations, inter alia, provides that every Access Provider shall, before allowing any commercial communication through its network, develop Codes of Practice (hereinafter referred to as "CoPs") for

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Entities of ecosystem (CoP- Entities) as per Schedule-I and develop CoP for Unsolicited Commercial Communications Detection (CoP-UCC\_Detect) as per Schedule-IV, register entities as provided for in the CoP for Entities and register Senders and assign the headers/ header roots;

6. And whereas sub-regulation (3) of regulation 12 of the regulations provides that Access Providers shall deploy, maintain and operate a system, by themselves or through delegation, to register persons, business entities or legal entities in making Commercial Communication through its network involved from origination, transmission or delivery and have adequate documentary evidence in support to provide their identities;

7. And whereas item 4 (1) of Schedule I to the regulations provides that every Access Provider shall carry out Header Registration functions as provided in the regulations and the relevant provisions of the said item reads as under-

*“4. Every Access Provider shall carry out following functions: -*

*1. Header Registration Function (HRF)*

*....*

*(b) carry out pre-verifications of documents and credentials submitted by an individual, business entity or legal entity requesting for assigning of the header;*

*(c) bind with a mobile device and mobile number(s), in a secure and safe manner, which shall be used subsequently on regular intervals for logins to the sessions by the header assignee;*

*....*

*(f) carry out additional checks for look-alike headers which may mislead to a common recipient of commercial communication, it may also include proximity checks, similarity after substring swaps specifically in case of government entities, corporate(s), well-known brands while assigning headers irrespective of current assignments of such headers, and to follow specific directions, orders or instructions, if any, issued from time to time by the Authority;”*

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8. And whereas item 4 (3) of Schedule I to the regulations provides that every Access Provider shall carry out Content Template Registration functions as provided in the regulations and the relevant provisions of the said item reads as under-

*“4. Every Access Provider shall carry out following functions: -*

*....*

*(3) Content Template Registration Function (CTRF)*

*(a) to check content of the template being offered for registration as a transactional template and service message template;*

*(b) to identify fixed and variable portion(s) of the content in the offered transactional template and service message template with identification of type of content for each portion of variable part of the content, e.g. date format, numeric format, name of recipient, amount with currency; reference number, transaction identity;*

*(c) to estimate the total length of variable portion, viz. total length of fixed portion for a typical transactional message, service message for offered template;*

*(d) to de-register template or temporarily suspend use of template;*

*....*

*(f) to check content of the template being offered for registration as a promotional from perspective of content category; ....”*

9. And whereas item 5 (1)(c) of Schedule I to the regulations provides that every Access Provider shall set up functional entities like Header Registrar for keeping record of headers throughout its lifecycle, i.e. free for assignment, assigned to an entity, withdrawn, surrendered, re-assigned etc.;

10. And whereas item 2 of Schedule VI to the regulations, inter alia, provides that in preparation of migration plan, the Access Provider shall stop assigning headers without verification of identity and scope of senders and they shall register the existing assignee of headers after verification of identity and scope documents of Unsolicited Commercial Communications senders;

11. And whereas, the Authority has noticed that-

(a) Headers and Content templates of Principal Entities (hereinafter referred to as "PEs") are being misused by some telemarketers due to failure of authentication of data of PEs and there is an urgent need to re-verify the authenticity of all headers and templates approved on Distributed Ledger Technologies (hereinafter referred to as "DLT") platform and cleanse the data within a definite time frame, and that the process of cleansing DLT data requires periodical actions by the Access Providers;

(b) look-alike headers are being registered by Access Providers on names of different Principal Entities and many times, such headers create confusion among recipients of message or even misused by some entities for their benefit; and

(c) the number of variables in a template is not defined in CoPs which leads to misuse of the same and moreover, the promotional content is being passed in the variable portions of content templates and therefore, in order to minimize the said misuse, number of variables allowed in content template needs to be limited in a way that not only gives PEs enough flexibility to phrase their content but at the same time, there are reasonable restrictions on number and placement of variables;

12. And whereas regulation 17 of the regulations provides that Authority may direct Access Providers to make changes, at any time, in the CoPs and Access Providers shall incorporate such changes and submit revised CoPs within fifteen days from the date of direction issued in this regard;

13. And whereas regulation 18 of the regulations provides that every Access Provider shall comply with submitted CoPs provided that any provision in CoP shall not have effect to the extent of being inconsistent with these regulations;

14. And whereas regulation 19 of the regulations provides that the Authority reserves the right to formulate a standard CoP in case the formulated CoP is deficient to serve the purposes of these regulations;

15. And whereas regulation 20 of the regulations provides that every access provider shall comply with the provisions of Standard CoPs;

16. And whereas the Authority is of the view that the above mentioned provisions of the regulations pertaining to Headers and Content Templates are

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not strictly being followed, and that there is a need to make changes in the CoPs so as to curb the misuse of Headers and Content Templates;

17. Now, therefore, the Authority, in exercise of the powers conferred upon it under section 13, read with sub-clauses (i) and (v) of clause (b) of sub-section (1) of section 11, of the Telecom Regulatory Authority of India Act, 1997 (24 of 1997), and the provisions of the Telecom Commercial Communications Customer Preference Regulations, 2018 hereby directs all the Access Providers to:

- (a) Ensure re-verification of all Headers registered on DLT platform within thirty days from the date of issue of this direction and blocking of unverified headers;
- (b) ensure to develop, within sixty days from issue of the direction, a system to –
  - (i) temporarily deactivate all headers which remain unused in last thirty days;
  - (ii) reactivate headers by PEs through an online process; and
  - (iii) ensure that PE shall classify every header at the time of registration as 'temporary' or 'permanent' header, as the case may be, and that the 'temporary' header shall be deactivated after the time duration for which such 'temporary' header has been registered;
- (c) ensure that each Header is distinct and shall reject, during registration, such Headers which are similar by virtue of combination of small case or large case letters;
- (d) ensure re-verification of all content templates within sixty days of issue of this direction and blocking of unverified templates ;
- (e) incorporate procedure for quarterly re-verification of Headers and content templates in their respective CoPs;
- (f) limit the number of variable portions in content template of messages to two variables only provided that, for the reasons to be recorded, a third variable may be allowed in case of exigency; and
- (g) ensure that variables in the content templates are non-contiguous and not separated with space, comma and/or any other special characters.

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18. All the Telecom Service Providers are directed to comply with the above directions and forward updated status on actions taken, including updating of CoPs, within thirty days from date of issue of this direction.

*Jaipal Singh 16/02/2023*  
**(Jaipal Singh Tomar)**  
**Advisor (QoS)**

To  
All Access Providers (including BSNL and MTNL)





भारतीय दूरसंचार विनियामक प्राधिकरण  
TELECOM REGULATORY AUTHORITY OF INDIA  
भारत सरकार / Government of India



Dated : 16<sup>th</sup> February, 2023

**DIRECTION**

**Subject: Direction under section 13, read with sub-clauses (i) and (v) of clause (b) of sub-section (1) of section 11, of the Telecom Regulatory Authority of India Act 1997 (24 of 1997), regarding measures to curb unauthorised activities using telecom resources and amendment in Codes of Practice under Telecom Commercial Communication Customer Preference Regulation, 2018 (6 of 2018).**

F. No. RG-25/(6)/2022-QoS - Whereas the Telecom Regulatory Authority of India (hereinafter referred as the "Authority"), established under sub-section (1) of section 3 of the Telecom Regulatory Authority of India Act, 1997 (24 of 1997) (hereinafter referred to as "TRAI Act"), has been entrusted with discharge of certain functions, inter alia, to regulate the telecommunication services; ensure technical compatibility and effective inter-connection between different service providers; lay-down the standards of quality of service to be provided by the service providers and ensure the quality of service and conduct the periodical survey of such services provided by the service providers so as to protect the interest of the consumers of telecommunication service;

2. And whereas the Authority, in exercise of the powers conferred upon it under section 36, read with sub-clause (v) of clause (b) and clause (c) of sub-section (1) of section 11, of the TRAI Act, made the Telecom Commercial Communications Customer Preference Regulations, 2018 (6 of 2018) dated the 19th July, 2018 (hereinafter referred to as the "regulations"), to regulate Unsolicited Commercial Communications (hereinafter referred to as "UCC");

3. And whereas regulation 3 of the regulations, provides that every Access Provider shall ensure that any commercial communication using its network only takes place using registered headers assigned to the senders for the purpose of commercial communication;

4. And whereas regulation 5 of the regulations, inter alia, provides that every Access Provider shall develop or cause to develop an ecosystem to regulate the delivery of the commercial communications as provided for in the regulations to detect, identify and act against senders of Commercial Communication who are not registered with them and to comply with any other directions, guidelines and instructions issued by the Authority in this regard;

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5. And whereas regulation 8 of the regulations, inter alia, provides that every Access Provider shall, before allowing any commercial communication through its network, develop Codes of Practice (hereinafter referred to as "CoPs") for Entities of ecosystem (CoP- Entities) as per Schedule-I and develop CoP for Unsolicited Commercial Communications Detection (CoP-UCC\_Detect) as per Schedule-IV, register entities as provided for in CoPs for Entities and register Senders and assign the headers/ header roots;

6. And whereas regulation 12 of the regulations provides that Access Providers shall deploy, maintain and operate a system, by themselves or through delegation, to ensure that requisite functions are performed in a non-repudiable and immutable manner and the relevant provisions of the said regulation reads as under-

*"12. Access Providers shall deploy, maintain and operate a system, by themselves or through delegation, to ensure that requisite functions are performed in a non-repudiable and immutable manner: -*

....

*(3) to register person(s), business entity(ies) or legal entity(ies) in making Commercial Communication through its network involved from origination, transmission or delivery and have adequate documentary evidence in support to prove its identity;*

....

*(7) to detect non-compliances and take immediate action to effectively ensure compliance with regulations; ...."*

7. And whereas regulation 25 of the regulations, inter alia, provides for the Complaint Mechanism to be established by every Access Provider for the complaints related to an Unregistered Telemarketer and the relevant provisions of the said regulations reads as under-

*"25. Complaint Mechanism: Every Access Provider shall establish system(s), functions and processes to resolve complaints made by the customers and to take remedial action against sender(s) as provided hereunder:*

....

....

....

....

*(5) The OAP, in case, the complaint is related to a UTM,*



....  
....

*(c) In case of occurrence of complained communications under sub-regulation (5)(a), OAP shall further examine, within two business days from the date of complaint, whether there are similar complaints or reports against the same sender; and*

*(i) in case, it is found that number of complaints against the sender are from ten or more than ten recipients over a period of last seven days, the OAP shall put sender under Usage Cap and at the same time shall initiate investigation as provided for in sub-regulation (6); Provided that such Usage Cap shall be valid till investigation is completed or thirty days from the date of effect of restrictions, whichever is earlier;*

*(ii) in case it is found that number of complaints against the sender are from less than ten recipients over a period of last seven days, the OAP shall, from the previous thirty days data of CoP\_UCC\_Detect System, check whether suspected sender is involved in sending Commercial Communication in bulk or not; and*

*(A) in case, sender has sent commercial communications in bulk, the OAP shall put the sender under Usage Cap, and at the same time initiate investigation as provided for in sub-regulation (6);*

*Provided that such restrictions shall be valid till investigation in this regard is completed under relevant regulations or thirty days from the date of effect of restrictions, whichever is earlier;*

*(B) in case, sender has not sent commercial communications in bulk, the OAP shall warn such sender through appropriate means as provided for in Code(s) of Practice;*

*(6) OAP shall issue notice, within three business days, to give opportunity to such sender(s), under sub regulations (5)(c)(i), (5)(c)(ii)(A) to represent his case and shall investigate, within thirty business days from the date of receipt of complaint and shall conclude whether the communication so made was unsolicited commercial communication or not; and conclusion of the investigation was that sender was engaged in sending unsolicited commercial communications, OAP shall take action against such sender as under: -*

*Jait Singh*

(a) for first instance of violation, due warning shall be given; Provided that the first instance of the violation shall include all the complaints against the sender within two business days after the date of receipt of the first complaint, against which the sender is to be warned under this sub-regulation.

(b) for the second instance of violation, Usage Cap shall continue for a period of six months; Provided that the second instance of the violation shall include all the complaints against the sender after the issuance of first warning within two business days after the date of receipt of the complaint against which second warning is being given to the sender under this subregulation.

(c) for third and subsequent instances of violations, all telecom resources of the sender shall be disconnected for a period up to two years and OAP shall put the sender under blacklist category and communicate to all other access providers to not to allocate new telecom resources to such sender for up to two years from the date of such communication;

Provided that the third instance of the violation shall include all the complaints received against the sender after the date of second warning within two business days after the receipt of the complaint against which telecom resources are being disconnected under this sub-regulation.

Provided further that one telephone number may be allowed to be retained by such sender with the Usage Cap for a period up to two years.”

8. And whereas regulation 32 of the regulations provides that no business or legal entity, not registered with the access provider for the purpose of sending commercial communications under these regulations, shall make commercial communication or cause such message to be sent or voice call to be made or authorize the sending of such message or making of a voice call;

9. And whereas item 5(6) of Schedule I to the regulations, inter alia, provides that every Access Provider shall set up functional entities like Telemarketers for Delivery Function of Messages with telecom resource connectivity to Access Providers, to insert its Unique identity with delivery processing reference number along with identity through which scrubbing was carried out;

*Jaipal Singh*

10. And whereas item 5(7) of Schedule I to the regulations, inter alia, provides that every Access Provider shall set up functional entities like Telemarketers for Aggregation Function for messages to other Telemarketer for delivery function to authenticate source of the messages submitted for delivery by header assignee or by aggregator and ensure their identity is part of content of message for traceability;

11. And whereas item 2 of Schedule IV to the regulations provides that every Access Process shall formulate CoPs for system, functions and process and the relevant provisions of the said item reads as under-

*“2. Every Access Provider shall formulate codes of practice (CoP-UCC\_Detect) for system, functions and process prescribed as following: -*

*(1) implementation details for detecting Unsolicited Commercial Communications related to suspicious unregistered telemarketing activity using Signature solution, deploying honeypots and other technical measures;*

*....*

*(3) approaches to detect and identify unregistered Unsolicited Commercial Communications sender(s), who are camouflaging themselves by fragmenting their activity across multiple phone numbers; .....*”

12. And whereas the Authority has noticed that-

(a) traceability of messages transmitted by the Principal entities (hereinafter referred to as “PEs”) is not ensured as they normally handover message details to a Registered Telemarketer (hereinafter referred to as “RTM”), who, in turn, may engage a number of other Telemarketers (hereinafter referred to as “TM”) for delivery of messages to the Originating Access Providers (hereinafter referred to as “OAP”). As a result, PEs do not have information of TMs engaged by the RTM to whom the original message was handed over, thereby causing misuse of PE headers and templates;

(b) adherence of the provisions of the regulations for delivery of messages by PEs is not being enforced ; and



(c) a large number of promotional messages and UCCs are being sent through networks of Access Providers by unauthorised or unregistered telemarketers, including telemarketers using telephone numbers and many times, these have resulted in misuse by such telemarketers for spam;

13. And whereas regulation 17 of the regulations provides that the Authority may direct Access Providers to make changes, at any time, in the CoPs and Access Providers shall incorporate such changes and submit revised CoPs within fifteen days from the date of direction issued in this regard;

14. And whereas regulation 18 of the regulations provides that every Access Provider shall comply with submitted CoPs provided that any provision in CoPs shall not have effect to the extent of being inconsistent with these regulations;

15. And whereas regulation 19 of the regulations provides that the Authority reserves the right to formulate a standard CoP in case the formulated CoP is deficient to serve the purposes of these regulations;

16. And whereas regulation 20 of the regulations provides that every access provider shall comply with the provisions of Standard CoP;

17. And whereas the Authority is of the view that all Access Providers are required to not only streamline their processes but also to initiate actions against fraudulent entities, if performing activities using telecom resources under these regulations, as per prevailing laws, and further, there is also a need for Access Providers to make changes in the CoPs;

18. Now, therefore, the Authority, in exercise of the powers conferred upon it under section 13, read with sub-clauses (i) and (v) of clause (b) of sub-section (1) of section 11, of the Telecom Regulatory Authority of India Act, 1997 (24 of 1997), and the provisions of the Telecom Commercial Communications Customer Preference Regulations, 2018 hereby directs all Access Providers to:

(a) ensure traceability of messages from PE to the recipient at all times in all modes of transmission by obtaining from the PE the complete chain of the telemarketers engaged by such PE, including the registered telemarketers used in the chain between PE and OAP, for transmission for each message;

(b) reject all messages where the chain of TMs is not defined or does not match;

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- (c) bar all telemarketers, who are not registered on Distributed Ledger Technologies (hereinafter referred to as "DLT") platform from handling the content template, scrubbing and delivery of messages to Access Provider;
- (d) ensure that promotional messages are not transmitted through Unregistered Telemarketers or telemarketers using telephone numbers;
- (e) take measures to stop misuse of headers and content templates by any registered telemarketer or unauthorized telemarketers for transmission of such messages;
- (f) take action against erring telemarketers as per provisions of the regulations and CoPs and also initiate actions as per other relevant laws in case of such misuse and notify details of such telemarketers to other Access Providers, who shall, in turn, bar these entities from sending any kind of commercial communications through their networks;
- (g) ensure that PEs or their authorised telemarketers in the chain do not engage any unregistered telemarketers or telemarketers using telephone numbers for transmission of their messages; and
- (h) share the Delivery Report (hereinafter referred to as "DLR") with PEs, in form of total count of messages delivered, through a system generated report and to also make necessary arrangements for cross verification of the same by PEs on case-to-case basis, provided that confidentiality of the data shared is ensured by them.

19. All the Telecom Service Providers are directed to comply with the above directions and forward an updated status on actions taken including updating of CoPs, within thirty days from date of issue of this direction.

  
**(Jaipal Singh Tomar)**  
**Advisor (QoS)**

To

All Access Providers (including BSNL and MTNL)